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A COOPERATIVE APPROACH TO RECREATION DEVELOPMENT

A CASE STUDY

BY

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Title: A Cooperative Approach To Recreation Development

Abstract: A declining recreation budget is causing the Forest Service to look for other methods of developing and maintaining recreation opportunities. Cooperation with State agencies and private individuals is one method that is playing an important role in providing recreation opportunities. In some cases, without a cooperative effort by all concerned, a recreation development is not possible.

Such was the case on the Superior National Forest when the development of a cross country ski trail system along the North Shore of Lake Superior was proposed. No one agency or individual had the financial resources to develop and maintain the trail system, yet everyone involved could see the benefits and the need for a trail system. Through cooperation, the people involved made it happen and the trail system is now a reality.

This paper will present a case study documenting the history of how the cooperative effort was started and how it works; then it will analyze why the cooperative effort was successful. Based on this study and analysis, the paper will recommend criteria that will help insure the success of future cooperative projects.

INTRODUCTION

Background

The 1962 Outdoor Recreation Resources Review Commission's (ORRRC) report to Congress set the stage for legislation that would involve the Federal government to a greater extent than ever before in providing for outdoor recreation activities. Beginning in 1964 with the Land and Water Conservation Fund Act and Wilderness Act, the Federal government became committed to funding programs designed to provide outdoor recreation activities for the American public. People looked to the Federal government to solve their problems and provide the necessary services to meet their outdoor recreation needs.

Now, in the 1980's, social and economic changes have created a different situation than envisioned by the 1962 ORRRC. Demographic trends, a high tech information based economy rather than an industrial based economy, and a decentralization of government to regional or local levels have produced dramatic changes in American lifestyle (Naisbitt, 1982). The findings of the report "Outdoor Recreation for America--1983", document the need to change the Federal government's outdoor recreation policies and attitudes based on these social and economic changes occurring in society. Among their findings are: 1) governments are doing less for outdoor recreation than is required to meet the need; 2) the role of the Federal government needs to be redefined; and 3) the private sector could provide more outdoor recreation with government cooperation (Outdoor Recreation Policy Review Group, 1983). The realization that the Federal government can no longer solve all the problems or fund all the programs is forcing the public and government agencies to look for other methods to provide for outdoor recreation activities.

Various methods are being discussed by government agencies and outdoor recreationists on how to cope with declining Federal recreation budgets. Establishing a user fee system that provides for the fees to come directly back to the managing agency; privatization of Federal facilities; and increased taxes and/or fees for recreation activities are all possibilities. However, one of the most effective methods to deal with declining budgets is to further the use of cooperative agreements with other units of government and non-profit organizations (Crandall, 1983). In fact, expanded coordination, cooperation and partnership among Federal, State, local and private organizations is essential to provide better outdoor recreation opportunities (Cordell and Hendee, 1982). Cooperation, then, will play an increasingly important role in providing outdoor recreation activities if future needs are to be fulfilled.

Scope

This paper presents a case study of a cooperative effort in providing for an outdoor recreation activity on the Superior National Forest. The U.S. Forest Service, Minnesota Department of Natural Resources (MDNR), and a private, non-profit association are cooperating in the development and maintenance of an extensive cross country ski trail system along the North Shore of Lake Superior (Appendix 2). Specifically, this paper will:

1. Document the history of how the cooperative effort was started and how it works.
2. Determine the reasons why the cooperative effort was successful.
3. Recommend criteria that will help insure the success of future cooperative projects.

Significance

Cooperation between the private sector and the government sector is becoming more important in providing for outdoor recreation opportunities. This is especially true with the current trend of declining Federal recreation budgets. Forest Service managers at the Forest and District level must seek ways of cooperating with interested people if outdoor recreation needs are to be met. This paper documents a cooperative effort, examines why it was successful, and recommends criteria necessary for future success. Sharing this information will assist other managers in their efforts to cooperate and provide for recreation activities in their location.

LITERATURE SEARCH

The primary focus of the paper is to document the history of a cooperative effort in providing a recreation opportunity and to explore the reasons why it was a successful effort. Therefore, a detailed search of the literature was not necessary. Instead, heavy reliance was put on the collection of information from the people involved in the cooperative effort.

A brief review of the literature was conducted to provide the following information:

1. Establish the rationale for cooperation in recreation developments.

At the September, 1983 Outdoor Recreation Management program at Clemson University, several speakers stressed the need for cooperation in recreation management. The speakers included Ken Cordell and Derrick Crandall and they provided written information on the need for cooperation. This information, along with the material presented on the Outdoor Recreation Policy Review Group, formed the basis for the rationale for cooperation presented in this paper.

2. Provide background information on the study area; primarily on the physical characteristics and resource capabilities of the area.

Forest Service personnel on the Tofte Ranger District, Superior National Forest prepared a North Shore Trail Complex Plan along with an Environmental Analysis Report for the study area. The report provided the necessary background information for this paper.

METHODOLOGY

Interviews were used to collect data for the research paper. An interview form was prepared (Appendix 5) with pre-determined questions to be asked each person at each interview. Individuals involved in the project were selected for interviews based on the following criteria:

1. Had to have first-hand knowledge of the project.
2. Had to have played an active role in the cooperative effort.
3. At least one person from each group or organization involved in the cooperative effort would be interviewed.

Once the individuals were selected, each person was contacted by telephone and asked if they would be willing to be interviewed. Individual or group interviews were acceptable and left up to the people being interviewed. Whatever the individual felt more comfortable with or was the easiest to schedule were the determining factors. In the case of Forest Service personnel, the option of filling out the interview form rather than an interview was given. This was done in an effort to save time and gather more detailed data on the project.

As a result of these conversations, the following interviews were scheduled:

1. A group interview was held at Solbakken Resort, Lutsen, MN on December 13, 1983 attended by Bill and Beth Blank, owners Solbakken Resort, Lutsen, MN; Char Erickson, owner Best Western Motel, Lutsen, MN; and Lee Schaar, District Ranger, U.S. Forest Service, Tofte, MN. Bill and Beth Blank and Char Erickson represented the Lutsen - Tofte Tourism Association which is the private association involved in the cooperative effort. Lee Schaar represented the U.S. Forest Service.

2. An individual interview was held the same day with Paul Sundberg, Park Manager at Gooseberry Falls State Park, Two Harbors, MN. He was the Park Manager at Cascade State Park previous to this assignment and was instrumental in the MDNR involvement in the cooperative effort.
3. Interview forms were sent to Lee Schaar and Cliff Solberg, District Rangers, Tofte and Gunflint Districts, U.S. Forest Service respectively.

The interviews were conducted in a very informal atmosphere with open conversation among all participants. Each interview was conducted by the author and documented on the interview form. (See Appendix 6 for interview documentation.)

The interview questions were designed specifically to gather information about the case study for the purpose of documenting how and why it happened, and to determine why it was successful. The data collected could then be analyzed to:

1. Provide information to document the history of the project.
2. Determine the factors that made the cooperation successful.

CASE STUDY

Geographical Area and Physical Characteristics

The trail development area extends along a 15 mile section of the North Shore of Lake Superior beginning at Temperance River State Park on the south and ending at Cascade State Park on the north (refer Appendix 1). The area includes much of the Sawtooth Mountain Range which parallels the shore and goes inland approximately six miles. The Sawtooth Mountain Range features long ridges with steep north-facing slopes and gentle south-facing slopes along the shore. The sharpest relief is 950 feet in 1.25 miles at Leveaux Mountain near Lutsen, with an average increase in elevation of about 250 feet per mile (Hoffman, 1973). The ridges of these mountains provide outstanding views of both Lake Superior and the large forested expanse to the north and east.

The area is all within the Lake Superior watershed. The rivers fall at rates of 130 to 320 feet per mile through narrow rock gorges containing cascades, waterfalls, rapids and potholes (Hoffman, 1973). These are major recreation attractions along the North Shore.

The soils of the Sawtooth Mountains are silty or silty clay loams. These soils have a high compaction potential, good suitability for wildlife, fair to excellent timber production potential and fair to poor stability (Hoffman, 1973). These soil characteristics, combined with the rugged topography, make vehicle use very difficult without excessive environmental damage.

Land ownership in the trail development area is complex, consisting of a mix of Federal, State and private land. The shoreline of Lake Superior has many small private parcels with both permanent and vacation homes as well as motels and townhouse developments. Federal and State ownership increases as you move away from the shore.

Background

The physical characteristics of the Sawtooth Mountains provide a recreation experience similar to a western mountain situation. The rugged terrain and the spectacular views have historically made the area desirable for hiking and other trail use. Local area residents and summer time users living along the shore developed trails to the highest and most scenic peaks. In the mid- to late-1960's, more formal trail plans were proposed by various State and Federal agencies. The early 1970's brought increased recreation use to the area, both in summer hiking and for the first time, winter nordic cross country skiing. This increase in use

made the need for trail planning more critical. In 1972-73, U.S. Forest Service personnel on the Tofte District prepared the "North Shore Trail Complex Plan". The plan was the first major effort by any agency to look at a complete coordinated trail system along the North Shore. It has served as the basis for most of the trail development that has occurred to date.

The "North Shore Trail Complex Plan" recommended the following (Hoffman, 1973):

1. A complete trail system should be developed along the North Shore of the Tofte District where most of the use is occurring. This demand is primarily by snowmobilers with growing interest in hiking and ski touring.
2. One long trail (North Shore Hiking Trail) should be provided with short loops in the Lutsen area. The system should provide a few separate trails for hiking, ski touring and snowshoeing only.
3. Cooperative agreements and special use permits should be used with clubs and resorts to get many of these trails constructed and maintained. This should be used especially for snowmobile trails from the North Shore inland which service a specific resident population or resort.

Thus, the overall plan was to provide a series of trails for specific uses with the main emphasis on summer hiking use and winter snowmobile use. Hiking use would be centered in the Sawtooth Mountains along the Shore and snowmobile use further inland with connecting trails to population centers along the Shore. The system was to be built primarily by the Forest Service with some help through cooperation by private individuals.

The Superior National Forest Recreation Management Plan prepared in 1974 projected a rapid increase in hiking and cross country ski trail use (Miller, Loncore, 1974). However, no one anticipated the boom that occurred in cross country skiing in the mid- to late-1970's. At the same time, snowmobile use was projected to become stable and then level off, which did occur by 1978 (Miller, Loncore, 1974). Thus, the primary demand for winter recreation activity became cross country skiing. Very little had been done to provide trails for cross country skiing since most of the emphasis for winter trail development had been for snowmobile use.

Cross country skiing was such a new activity that a new philosophy of trail development and construction standards had to be developed by the Forest Service and MDNR. Once this was done, then funding had to be obtained to construct the trails. While this was occurring, the dramatic increase in use brought cross country skiers in large numbers to the North Shore looking for scenic trails to ski. Resort owners along the Shore began to realize that a good opportunity was developing to create a year round business based on cross country skiing in the winter and the traditional summer vacation business already established. The key was to provide a quality cross country ski trail system to meet the demand of the users.

The rapid increase in cross country ski use, the lack of an adequate trail system to accommodate the use, and the economic opportunity to create a year round business for private resorts set the stage for the cooperative trail development that occurred in the 1980's.

How Cooperation Started

Initially, the only trail systems available along the North Shore were designed primarily for hiking and were located in State parks, around private resorts and on some National Forest lands. Each respective trail system was managed by the respective agency or private resort owner with little effort being made to coordinate or cooperate. In 1974, Paul Sundberg became the manager of Cascade State Park. His goal was to develop the park for recreation use. He had a personal interest in cross country skiing and saw the potential for trail development as the primary recreation development opportunity for the park (interview Sundberg, 1983). Cascade Lodge, which adjoins the park, had developed a few miles of cross country ski trails and was beginning to promote cross country skiing. Sundberg saw this as a natural area for cooperation and began to work with the lodge to develop a cross country ski trail system in and around the park (interview Sundberg, 1983). All cooperative arrangements between the park and the lodge were informal -- with the park developing an intensive trail system and the lodge promoting the trails to increase their business and park use.

The rapid increase in cross country ski use that occurred in the mid- to late-1970's created a strong demand for cross country ski trails. Trail use in and around Cascade Park was increasing because of the trail development program started by Sundberg. Other resorts became interested in what Cascade Park and Cascade Lodge had done and saw the potential for doing the same thing all along the North Shore. The Forest Service had recognized the trail development

potential through their "North Shore Trail Complex Plan", but lacked the funding to do any significant trail development. Then in 1978, Public Law 95-495 was passed by Congress dealing with further restriction of motor use in the Boundary Waters Canoe Area (BWCA) wilderness. The law also directed the Forest Service to increase recreation opportunities outside the BWCA and provided additional funding to construct new developments. The Forest Service used this funding to begin construction of some of the trails planned in the "North Shore Trail Complex Plan".

There was still no unified group or agency responsible for overall trail development along the North Shore. Individual trails were being constructed and managed by various agencies but no coordinated approach was established other than the informal arrangement between Cascade Park and Cascade Lodge. In 1980, Lutsen Downhill Ski Area announced it was planning to build a new downhill ski complex with 200 condominium units. Resorts along the Shore became concerned that this new development would draw business away from them (interview Blank, Erickson, 1983). They knew they must do something to keep business on the Shore and cross country skiing offered the best opportunity to do so. They needed to provide more ski trails and realized the need to cooperate with the Forest Service and among themselves if they were to succeed (interview Blank, Erickson, 1983).

In the spring of 1981, a group of resort business people held a meeting to discuss recreation development opportunities along the Shore. Their goal was to find ways to improve their occupancy rate and to keep people in the area an additional day or two, especially in the winter when weekday business was slow (interview Schaar, 1983). The Forest Service was invited to attend, since they were the primary landholder and managing agency in the area. The resort people wanted to know how they could cooperate with the Forest Service in providing more recreation opportunities, especially cross country ski trails (interview Schaar, 1983). The Forest Service recommended that the resorts form an association so that the Forest Service could deal with one group instead of each individual resort (interview Schaar, 1983). The business people followed the recommendation and formed the Lutsen - Tofte Tourism Association during the summer of 1981. The association became the formal group that the Forest Service could cooperate with in development of cross country ski trails.

When the Lutsen - Tofte Tourism Association was formed, there were four main cross country ski trail systems in the Lutsen - Tofte area. These were (refer to Appendix 2):

1. Temperance River Park Trails developed and managed by the MDNR.
2. Sugarbush Trail developed and managed by the Forest Service.
3. Lutsen Ski Area Trails developed and managed by Lutsen Ski Resort.
4. Cascade State Park and Cascade Lodge Trails developed and managed by MDNR in cooperation with Cascade Lodge.

The immediate goals of the association were to plan a corridor trail to connect these four existing trail systems and then to manage the entire system for high quality cross country skiing (Blank, 1982). These goals were compatible with the Forest Service and MDNR so planning for the corridor trail began in the spring of 1982.

How the Cooperation Works

The Forest Service took the lead in preparing a formal cooperation agreement for the development of the cross country ski trails. Once the association had been formed, a "Memorandum of Understanding" was drafted and agreed to between the Forest Service and the association (refer to Appendix 3). The "Memorandum of Understanding" established the limits of cooperation for each party and provided the legal basis for the Forest Service to officially cooperate. The terms of the agreement are outlined below.

The association agreed to:

1. Locate, construct and maintain trails across National Forest lands.
2. Groom the trail and set track for skis.
3. Promote the public use of the trail.

The Forest Service agreed to:

1. Approve trail locations and standards.
2. Provide training in location and design of trails.
3. Maintain trails constructed solely by the Forest Service.

It was mutually agreed to:

1. Have the association provide supervision of work and the Forest Service provide technical guidance.
2. Develop a uniform signing plan for the trail system.
3. Independently determine the amount of funds each party will spend each year.

The MDNR did not enter into the formal agreement with the Forest Service and the association because the MDNR funds each park to maintain and groom the trails within the park. This money can only be spent within the park boundary. However, the State parks do work through the Lutsen - Tofte Tourism Association for promotion of park trail systems and coordination of trail work near each park. This is done on an informal basis by each park manager. There is not much need to formally cooperate with the Forest Service because of the specific jurisdiction of each agency. The spirit of cooperation between all three parties is good and all were involved in planning the corridor trail connecting the existing system (Blank, 1982).

The association consists primarily of 13 resorts that are involved in winter skiing business. All cooperative efforts for trail work go through the association, which elects officers to conduct its business. Each year a budget is prepared and the various expenses for trail construction, maintenance, grooming and promotional activities are divided among the members (interview Blank, 1983). They are currently promoting a "lodge to lodge" ski-through program utilizing the entire trail system (refer to Appendix 4).

Summary

The following is a summary in chronological sequence of the events which prompted the cooperative trail development project:

1. The Forest Service completed the "North Shore Trail Complex Plan" which called for a trail system along the North Shore and encouraged cooperation with other agencies and private parties. This plan formed the basis for the trail system and cooperation that would occur in the future.

2. Paul Sundberg became manager of Cascade Park and realized the potential for trail development cooperation with Cascade Lodge. He began an informal cooperative program for trail development with the lodge.
3. As cross country skiing became more popular, other resorts became interested in trail development along the Shore to increase their business.
4. Public Law 95-495 was passed which directed the Forest Service to increase recreation opportunities outside the BWCA and provided funding to begin trail construction along the Shore. Also, provided funds and encouragement to private resort owners to promote recreation.
5. Lutsen Ski Area announced the development of a 200 condominium complex which prompted resorts along the Shore to do something to keep business on the Shore.
6. Business people along the Shore held a meeting with the Forest Service to determine what could be done to provide recreation opportunities along the Shore.
7. Business interests along the Shore formed a non-profit association.
8. Forest Service and association enter into a "Memorandum of Understanding" to cooperate in ski trail development and maintenance.

ANALYSIS OF DATA

The interview form used to collect data suggested five specific factors that may have contributed to the success of the cooperation. An additional space was left for "Other" (Appendix 5). The five factors listed were organization, economic, resource, BWCA Law (PL-95-495), and attitudinal. Each person interviewed was asked to comment on these factors and validate if the factor was relevant to the success of the cooperative efforts (Appendix 6). Using the data collected, an analysis was made to determine which of the factors contributed to the success of the cooperation and why.

Table 1 illustrates how each person or group related to which factors contributed to the success of the cooperation. As the table indicates, all of the factors that were listed contributed to the success of the cooperation. One additional factor was mentioned, which was the timing of the project. The resource factor was considered as given by all people interviewed, i.e. in this case, if you didn't have the resource the cooperation would not have been necessary.

Table 1
Interview Data
Factors that Contributed to Success

Person Interviewed	<u>F A C T O R S</u>					
	Organization	Economic	Resource	BWCA Law	Attitudinal	Other
Paul Sundberg (MDNR)	X		X		X	
Lee Schaar (USFS)	X	X	X	X	X	
Blank, Erickson (Association)	X	X	X	X	X	X

X - indicates the factor was relevant to success

Each of the factors are summarized below:

Organizational

The MDNR and Forest Service both recognized the potential of the area for trail development. Both agencies were willing to cooperate and took the initiative in getting the cooperation started. First the MDNR began to develop a trail system in Cascade Park in cooperation with the lodge. This system began to attract skiers to the area. Then, the Forest Service played the lead role in preparing an overall trail plan for the area and in getting the various private businesses organized so they could cooperate.

The other key organizational element was forming the Lutsen - Tofte Tourism Association. This provided one organization with which the Forest Service could cooperate rather than contacting each of the various resorts along the Shore. The association then took the leadership role in promoting, developing and maintaining the trail system.

Economic

The resort owners along the Shore realized they needed to expand their business into the winter if they were to survive. The economic reality of strong competition from the proposed new condominium development of Lutsen Ski Area spurred them into action. Cross country skiing offered them the chance to establish a winter business and compete with the development at the ski area. The key was to develop and promote a quality ski trail system. Individual resorts could not do this financially, but by cooperating they had a chance to accomplish their goals.

Attitudinal

The individual people involved in the project all displayed a willingness to cooperate and to work together toward a common goal. Although the motives of the people and/or agencies toward cooperation may have been different, all were able to put their personal interests aside and work toward the common goal of developing a trail system. People were willing to work hard and take their appropriate role in the cooperative effort. There existed a mutual respect between the resort owners, the Forest Service and MDNR which helped pull together to solve problems. Also, many of the resort owners who started the association were new residents in the area. They were able to take a new look at issues and put old biases aside for the good of everyone. The people involved wanted the project to happen and they didn't expect anyone to do it for them. Rather, they were willing to cooperate with each other and the Forest Service.

Resource

The high quality aesthetic appeal of the North Shore plus its relative uniqueness attract people to the area for outdoor recreation activities. The resource potential existed to develop the area and to provide the outdoor activities in which people wanted to participate. This directly contributed to the success of the project for the people involved had a high quality product to promote. The resource provided the base that the resort owners needed to survive and to make a long term commitment to the project. Without it there would have been no reason to cooperate in the first place.

BWCA Law (PL-95-495)

The law did not directly contribute to the success of the project. The cooperation would have occurred with or without the law. However, it did indirectly help the overall success of the project by providing some funds for promotional activities and trail construction. It gave direction to develop trail systems like this outside the BWCA and therefore increased the commitment of the Forest Service to the project.

Timing

As with the BWCA Law, timing did not play a direct role in the success of the cooperative effort. It did give momentum and enthusiasm to the project, for everything came together at the right time: cross country skiing gained popularity, thus providing demand; new people came to the area wanting to capitalize on the opportunity for a year round business; the BWCA Law provided some funding for promotion; and the Forest Service and MDNR managers took the lead in planning and starting the cooperation. All of these elements occurred within a short time period and all complemented and built on the cooperative effort.

SUMMARY AND CONCLUSION

Summary of Procedure and Finding

The paper documents the history of a successful cooperative effort in the development and maintenance of a cross country ski trail system along the North Shore of Lake Superior. Through the use of interviews with people involved in the project, the factors that contributed to its success were determined. The interview data indicated there were six factors that made the cooperation successful: organization, economic, resource, BWCA Law (PL-95-495), attitudinal and timing.

Conclusion

Based on this case study and the analysis of the data, there are three factors that played the key role in determining the success of the cooperation. These factors are organization, economic and attitudinal. Without the organizational support of the Forest Service and MDNR the cooperation could not have occurred. Also, the formation of the Lutsen - Tofte Tourism Association made cooperation with the Forest Service much less cumbersome and more effective. Economic incentives provided the common ground for the resort owners to look to each other and to the Forest Service in accomplishing their goals. The positive and enthusiastic attitude of the people involved was and still is the driving force behind the successful effort. This attitude enables people to look beyond their differences and work together to accomplish common goals.

Discussion and Implications

Cooperation doesn't just happen, it takes a great deal of time and effort. Cooperative ventures must be carefully planned to be successful. The information presented in this paper suggests there are certain factors or criteria that are necessary for cooperation to be successful. The criteria can be used by the manager as a guide to help insure success in future cooperative projects. The manager can, by utilizing these criteria, determine if cooperation is a realistic goal; or can pinpoint areas that may need to be worked on before cooperation can occur. This, in turn, can save the manager a great deal of time and effort as well as provide direction to the cooperative effort.

There are five criteria that managers should consider when they decide to become involved in a cooperative project. The criteria should be used in the initial planning stages of cooperation so the manager can assess the potential success of the effort. Should one or more of the criteria be lacking, the manager should reconsider the cooperation and/or work on establishing the criteria before proceeding further.

Recommended Criteria

1. Develop a willingness and commitment by all involved to cooperate.

There must be mutual benefit to all concerned with the project. Also, some common ground must exist between people involved, i.e. goals, economic benefit, personal interest.

2. Develop positive attitudes.

Negative attitudes toward the Forest Service or other people must be brought out into the open, dealt with and then put to rest.

3. Develop trust between all parties concerned.

Mutual respect and trust between people and agencies involved in the cooperation must exist.

4. One group or agency must be willing and able to play a leadership role.

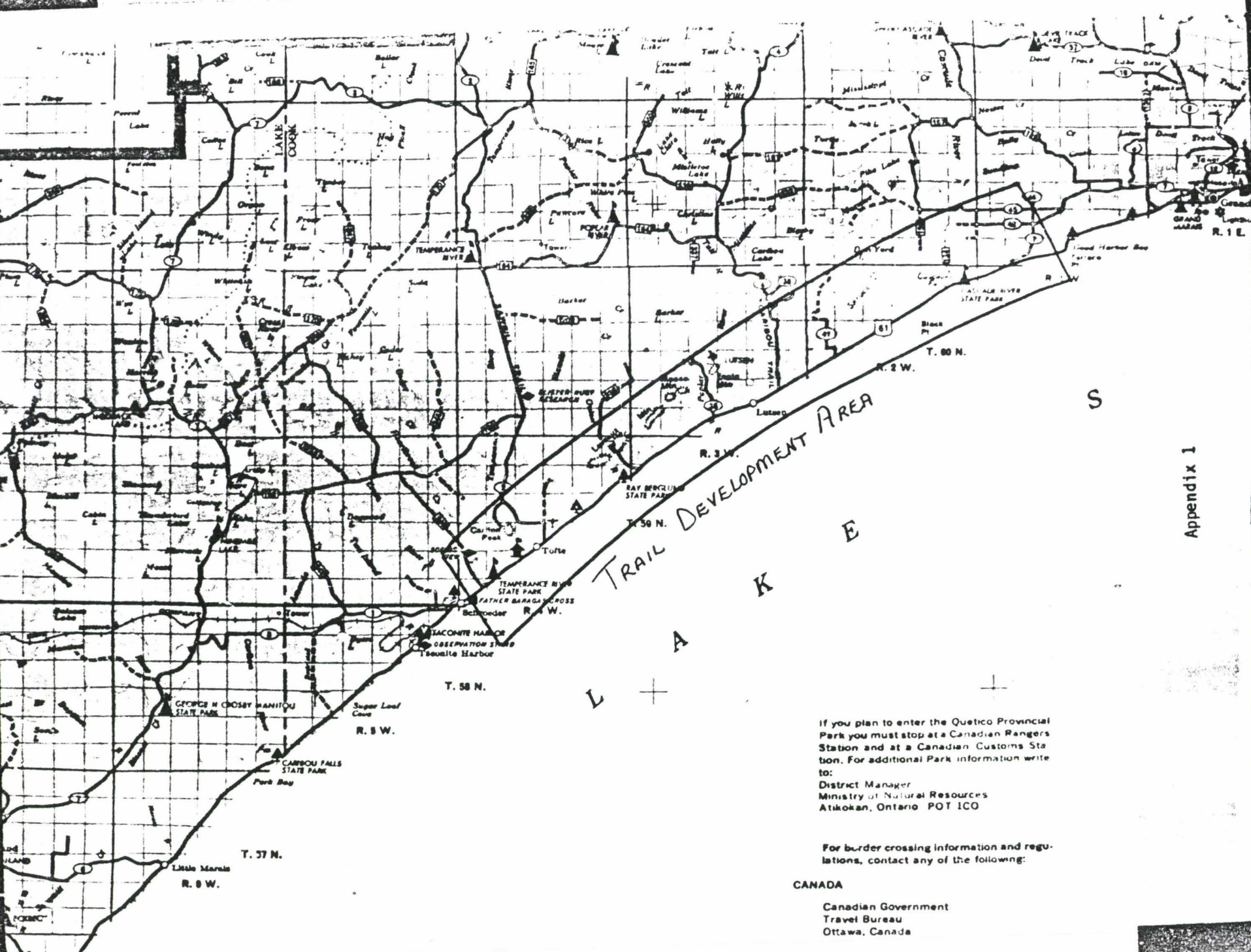
Cooperation takes a great deal of time and effort on the part of the manager and the people involved. If the time and/or effort are not available, cooperation may not be possible.

5. Private individuals should be organized into one group.

This makes cooperation much less cumbersome and more effective. The formation of a club or non-profit organization helps people work together, pool resources and develop common goals.

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If you plan to enter the Quetico Provincial Park you must stop at a Canadian Rangers Station and at a Canadian Customs Station. For additional Park information write to:
 District Manager
 Ministry of Natural Resources
 Atikokan, Ontario P0T 1C0

For border crossing information and regulations, contact any of the following:

CANADA
 Canadian Government
 Travel Bureau
 Ottawa, Canada

·MINNESOTA·
**NORTH SHORE
MOUNTAINS**

**Cross-Country
Skiing**



203 Kilometers of Groomed Trails



Appendix 2

**LUTSEN-TOFTE TOURISM ASSOCIATION
BOX 115, LUTSEN, MN 55612**



The North Shore Mountain Ski Trail system is about 90 miles from Duluth and approximately five hours from the Twin Cities. By car or bus it is a four-lane freeway all the way to Two Harbors, and from there one follows what many consider to be the most scenic drive in the country.

RETURN POSTAGE GUARANTEED

All the participating establishments listed below have direct access to North Shore Mt. Ski Trail from the door (except where indicated by *). Boldface "C" indicates ski touring center. For further information regarding reservations, group rates, mid-week packages; contact any of the following:

C Bear Track Outfitting Co.: Winterized rustic cabins located on the eastern end of the North Shore Mountain Ski Trail. . . nestled deep in the woods, our cozy cabins take you back in time. . . wood-heated, NO phones, NO electricity, NO TV! And of course, his and hers outdoor privvies. Ideal for ski groups, families, or individual parties. Ski rental. Box 51, Grand Marais, MN 55604. 218-387-1162.

***Thomsonite Beach:** On Lake Superior. Small and large luxury units, guest house; some with brick fireplaces and full kitchens. Downhill ski at Lutsen Mts.; cross-country ski loop from door. Satellite color TV. V/MC./AE. AAA. E.S.R. Box 470, Lutsen, MN 55612, 218-387-1532.

C Cascade Lodge and Restaurant: Main lodge and restaurant overlooking Lake Superior. Log cabins with fireplaces. 32 miles of cross-country ski trails connected to North Shore Mts. Ski Trail. Ski rental. Game room; group meeting facilities. V/MC. AAA. E.S.R. Box 445, Lutsen, MN 55612. 218-387-1112.

Solfbakken Resort: All units have kitchens—deluxe lakehome with fireplace and completely winterized cabins on Lake Superior waterfront, efficiency motel units overlook lake. Book/gift shop, lending library, after-ski gatherings. Snowshoe rental. Peace and solitude. V/MC. AAA. E.S.R. Box 170, Lutsen, MN 55612, 218-663-7566.

Lutsen Mountain Village is a year-around resort nestled in the Sawtooth Mountains at Lutsen Mountains Ski Area. All condominiums and townhouse units are complete with fireplaces, fully-equipped kitchen, ski storage and decks with fabulous views. Reservations 218-663-7241.

C Lutsen Resort: Main lodge on beautiful Lake Superior, with Modified American Plan. Economy Cliff House lodging. Heated indoor pool, saunas, game room. Dining room overlooking lake. Cocktail and recorded entertainment lounges. Shuttle service to Ski Area. Convention facilities. Also Lutsen Ski Touring Center with beginner/advanced trails, ski rental, ski shop at entrance to Northern Ski System and in center of North Shore Mountain Ski Trail System. Shuttle service to x-c trailhead. 218-663-7241, toll-free MN 1-800-232-0071, NATL 1-800-346-1467.

Lutsen Sea View: Year-around luxurious condominiums right on beautiful Lake Superior. All electric heat, full kitchens, fireplace and lakeside decks. Units to accommodate 2-12 persons. Lutsen Resort pool and sauna available for villa guests. Lutsen, MN 55612.

218-663-7212, Toll-free MN 1-800-232-0071. NATL 1-800-346-1467.

Best Western Cliff Dweller: You can't sleep closer to Lake Superior. 3 miles to Lutsen Ski Area. CTV, in-room movies. DD phones, complimentary coffee, pizza, plug-ins. All credit cards. Lutsen, MN 55612. 218-663-7469.

Gull Harbor Condominiums: With all amenities on Lake Superior—fully equipped for your pleasure. Fireplaces, sauna, whirlpool, CTV for relaxing after skiing. Lutsen Mts. 3½ miles. Come to ski—come to relax. V/MC. Tofte, MN 55612. 218-663-7205.

Chateau Leveaux: Vacation in luxury on Superior's shores. Indoor pool, whirlpool, sauna, games arcade, in-room movies. All units face lake, with complete kitchens, fireplaces, CTV, sound system. Downhill skiing, snowshoeing, snowmobiling nearby. Tofte, MN 55615. 218-663-7223.

C Cobblestone Cabins: Cross-country ski rental, lessons and backwoods tours. Winterized housekeeping cabins overlooking Lake Superior. Propane heaters, wood stoves, some indoor, some outdoor biffies, "rough it Cobblestone style." Tofte, MN 55615. 218-663-7957.

Bluefin Bay: (Formerly the Edgewater) We offer comfortable accommodations, fine dining, cocktails and entertainment. Banquet and conference facilities. Tofte, MN 55615. 218-663-7227. Toll-free: 1-800-862-3656.

***Fenstad's Resort:** Enjoy the rustic beauty of winter on Lake Superior at Fenstad's. Fireplace cabins for 2-6 persons, completely equipped kitchens, shower bath. 16 km of groomed ski trails right from resort. Star Route 25, Little Marais, MN 55611. 218-226-4724.

The North Shore Mountain Ski Trail system has been developed by the Lutsen-Tofte Tourism Association by cooperation with the Superior National Forest, Cascade River State Park, Temperance River State Park, representatives of Minnesota DNR and private landowners. Ongoing assistance will be provided by volunteer groups such as the North Star Ski Club. This brochure produced by the Lutsen-Tofte Tourism Association in cooperation with the Superior National Forest, Forest Service, USDA, and the University of Minnesota, Agricultural Extension Service, and Sea Grant Extension Program.

MEMORANDUM OF UNDERSTANDING
BETWEEN
LUTSEN - TOFTE TOURISM ASSOCIATION
AND
SUPERIOR NATIONAL FOREST, U.S.D.A.

This agreement made and entered into this 17 day of January, 1983, by and between the Lutsen-Tofte Tourism Association, hereinafter referred to as the Association, and the United States Department of Agriculture, hereinafter referred to as Forest Service.

WITNESSETH:

WHEREAS, the Association desires to promote the local recreation activities available on the National Forest land and,

WHEREAS, the Forest Service desires to provide to the general public recreational activities in keeping with the environment and,

WHEREAS, it is to the mutual benefit of both parties in this agreement to locate, construct, and maintain recreational facilities (Cross Country Ski-Hiking Trails) on United States owned lands for use by the general public,

Now, therefore, in consideration of the above premises, the parties hereto agree as follows:

A. The Association agrees to:

1. Locate, construct, and maintain trails across National Forest lands at locations as depicted on Exhibit A. Standards for construction and maintenance specifications for Exhibit A trails are shown in Appendix.
2. At least weekly, from December 1 to April 1 as snow conditions permit, groom trail and set track by use of snowmobile and tract setter on trail locations as depicted on Exhibit B. Grooming should be done prior to each weekend or after each significant (4") snowfall. Trail should be cleared of minor blowdown or other obstruction as noted when grooming.
3. Prepare an annual work plan covering actual trail location, construction, reconstruction, and maintenance which must be approved by Forest Service before July 1 each year. Written approval of the District Ranger is required before work can begin. If situations warrant, such plan can be amended by mutual agreement during the course of the year.
4. During construction and maintenance, the Association or employees working on their behalf must take necessary precautions for prevention of fires, and clean up of all work areas to the satisfaction of the Forest Service.

5. Promote the public use and recognition of the trail in the National Forest.
6. Proposed trail relocations will be submitted to the Forest Service for review prior to construction.

B. The Forest Service agrees to:

1. Approve trail locations that are in conformance with Forest Service trail design standards and on locations that do no conflict with other transportation systems.
2. Provide training to members of the Association in the on-the-ground location and design of X-C ski trail systems
3. Accept the obligation of relocating and constructing new sections of trail in the event relocation of existing trail is deemed necessary for National Forest Administration.
4. Proposed relocations will be submitted to the Association for input prior to construction.
5. Consider aesthetic characteristics of the trail prior to initiating other National Forest activities at the trail location or within the seen area.
6. Maintain all sections of trail constructed by the Forest Service to standards. Trails constructed by the Forest Service are as depicted in Exhibit C.

C. It is mutually agreed and understood by and between said parties that:

1. Work performed under this agreement by the Association will be under the immediate supervision of the Association officials. The Forest Service will provide technical guidance, advice, and inspection as it considers necessary for the proper conduct of the project work.
2. The Association will sign the section of trails constructed and maintained by the Association. The Forest Service is responsible for signing the trails constructed and maintained by the Forest Service. A uniform signing plan will be developed by the organization and Forest Service.
3. Improvements (except signs) placed on National Forest land at the direction of either of the parties, shall thereupon become the property of the United States, and shall be subject to the same regulations and administration of the Forest Service as all other Forest Service improvements of a similar nature.
4. The Association shall independently determine the amount of funds it will expend to construct, maintain, and groom the trails. The Forest Service will also independently determine the amount of Federal funds to be expended.
5. Permission to camp and to perform work on National Forest land, under the terms of this agreement, does not in anyway convey to the

Association, their officials, or any person or persons working for the Association Federal employee status that would extend to them the benefits of the Federal Employee Compensation Act.

6. The trails and improvements will be open to the general public at no charge to the public.
7. Nothing in this agreement shall be construed as obligating the Forest Service, or as involving the United States in any obligation for future payment of money, in excess of appropriations authorized by law.
8. That no member of or Delegate to Congress, or Resident Commissioner, shall be admitted to any share or part of this Memorandum, or to any benefit that may arise therefrom unless it is made with a corporation for their general benefit.
9. Either party may terminate the agreement by providing sixty days (60) written notice. Unless terminated by written notice, this agreement will remain in full force and effect indefinitely.
10. This agreement may be revised as necessary, by mutual consent of both parties, by the issuance of written amendment, signed and dated by both parties.

In witness whereof, the parties hereto have executed this agreement as the last date written below.

1-1-82
Date


Lutsen-Tofte Tourism Association

1-3-83
Date


USDA, Forest Service

North Shore has lodge-to-lodge skiing

Visitors to the North Shore of Lake Superior can enjoy the tranquility of a wilderness skiing experience while keeping creature comforts close at hand by skiing all or part of the North Shore Mountain Ski Trail.

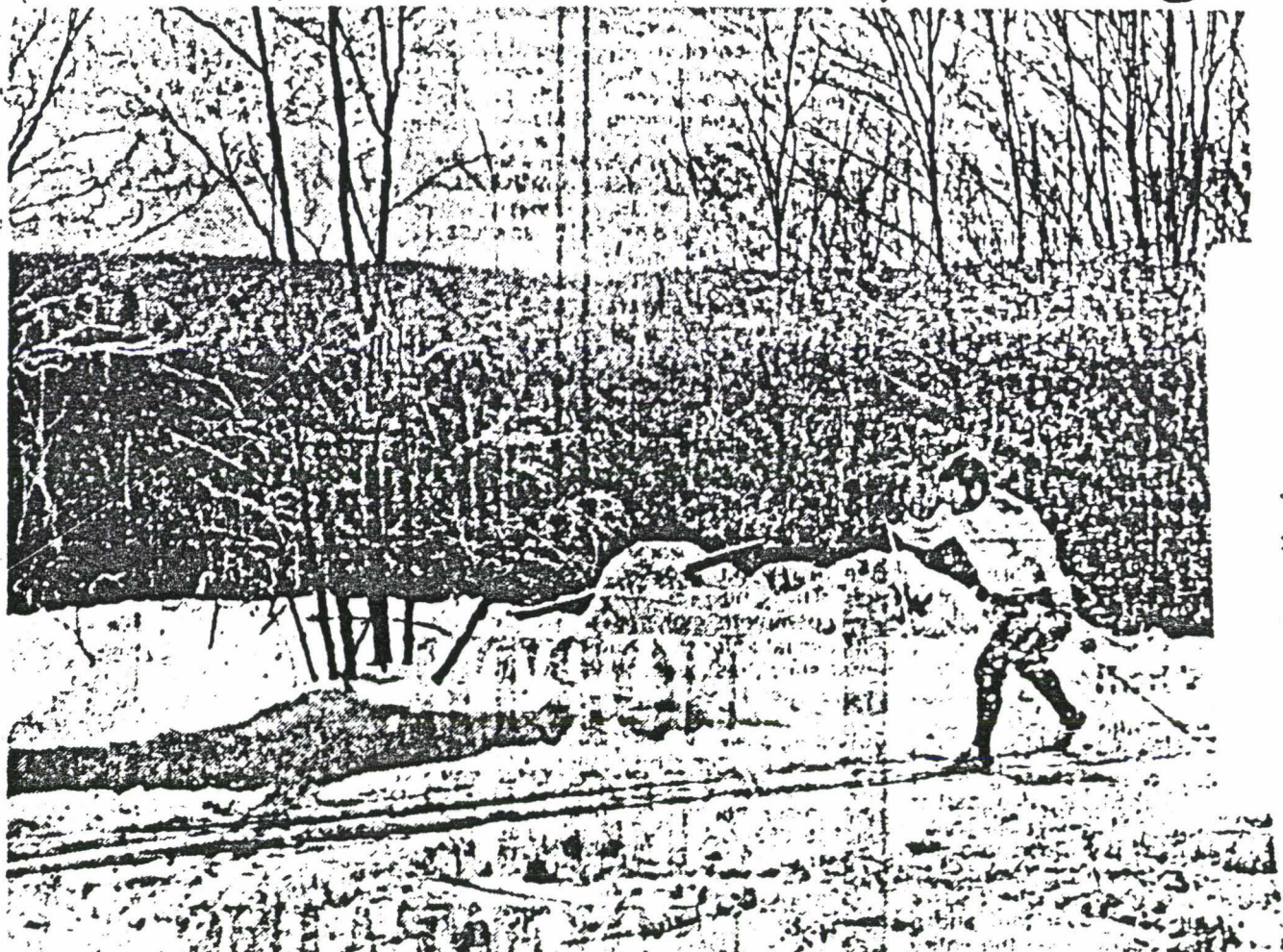
The 203-kilometer trail along the shore is anchored by several loops at the Temperance River on one end and at Bally Creek on the other. In between are the Sugarbush system developed by the U.S. Forest Service in the Superior National Forest, trails developed by the Cascade Lodge and Cascade State Park on either side of the Cascade River and many other loops developed near participating resorts along the length of the trail.

The creature comforts part comes in when skiers stop at one of the many lodges and resorts along the trail.

A lodge-to-lodge program is available for individuals or groups to spend the night in one of the hostels and then ski to another. Arrangements are made for transportation of luggage from point to point.

The businesses participating in the lodge-to-lodge program are located within a 25-mile stretch of the shore along the trail system. Maximum distance between resorts is five to six miles, with many much closer.

In a mini-version of the ski-through, visitors may decide to stay at one establishment, ski to another for lunch and then ski back again. Or go out for



Jan Horak, Tette, strides through a segment of the new North Shore Mountains Ski Trail.

Appendix 4

SUPERIOR NATIONAL FOREST
Region 9
Duluth News Tribune Herald
Duluth, MN

DEC 1 1981

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PHS.

See Shore, Page 16

SHORE

From Page 13

breakfast and ski home again.

Several ski touring centers provide convenient rental and sale of equipment.

The entire system is designed for the beginner-intermediate level. However, several areas are expert under any circumstances, and certain weather and snow conditions can produce difficult skiing on intermediate or beginner trails.

Several loops of expert-level trails — as well as beginner loops — have been developed within the system.

The use of the trails is free. However, the State of Minnesota does require a cross-country ski license in the possession of the skier on some trail segments.

The area offers good skiing both early in the season and late, usually into mid-April. Lake Superior exerts a tempering effect on the climate so bitterly cold ski conditions are rare near the shore.

Development of the North Shore Mountains Ski Trail was made possible through a unique cooperative effort. Thirteen businesses worked with personnel from the Superior National Forest, two Minnesota State Parks, the Minnesota Department of Natural Resources and several landowners to create this ambitious cross-country ski system.

Development and grooming costs are borne in part by supporting businesses. Ongoing assistance is provided by volunteer groups such as the North Star Ski Club. Trails are well and uniformly marked, and maps are available at participating busi-

nesses.

If you'd like more information about the system, here are some of the places you may write:

• Lutsen-Tofte Tourism Association, Box 115, Lutsen, Minn. 55612. 218-663-7816.

• U.S. Forest Service, Tofte Ranger District, Tofte, Minn. 55615. 218-663-7280.

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Connecting Trail Creates 146 km X-C System

High on the North Shore of Minnesota, a unique cooperation between private businesses and State and Federal Forest Service officials has spawned what may become the premier ski touring system in the upper midwest.

Six separate ski touring trail systems have been tied together with a connecting trail that runs from the Temperance River trail system, at Schroeder to the Cascade River system South of Grand Marais. Known as the North Shore Mountains Ski Trail, all of the trails are groomed and tracked and may be skied without charge. A seventh, Lutsen Mountains (with both cross country and downhill skiing), is located in the middle of the system and does have a charge for trail use.

While the quality of the skiing is said to be quite good, the most stunning feature of this new system is the easy access to a large variety of lodging and resort facilities. Eleven lodge owners have constructed connecting trails to the main system that will allow skiers to ski directly from their door. It creates the largest "ski through" system in the upper midwest.

The longest distance between lodges on the entire system is five to six miles. They range from rustic cabins with wood heat, through motels to luxury resorts, condominiums and townhouses. Overnight costs for two range from \$20 to about \$100 on weekends, with discounts during mid-week.

By contacting any of the lodges along the trail system a person may make all of the arrangements necessary to stay at different lodges on succeeding nights. All of the lodges will provide transportation for luggage. Many will also offer courtesy rides back to your lodge if you decide to ski in for supper or cocktails.

The North Shore Mountains Ski Trail was created in cooperation with Park Service officials and the private lodges. Trails on public land were created by the various State and Federal Parks, while private lodge owners built the connecting trails to the lodges and the corridor trail over private land. Many volunteer groups, such as the North Star Ski Touring Club from Minneapolis, have donated many hours to trail construction.

...the music office in
 cago, named Claudia
 vely, who not only ke-
 the schedule straight,
 makes no difference rel-
 ating to USSA membership.
 You may find someone sel-
 ling "one day" USSA mem-

they she join "Compet-
 ition" in order to receive
 even recreational racing
 information. "When they
 join 'Sport' about all
 they get is a bumper sticker
 and a chance to buy
 into a flight to
 Colorado," she added.

Mountains Ski Trail

Greatest Trails

ever Heard Of!

the North Shore of Lake Superior, where in a spirit of unparalleled
 been working with officials of 2 districts of the Superior National Forest,
 downers to develop an incredible system for cross-country skiing

of groomed trails are already in existence. These loops are now being
 ghly parallel to Lake Superior. The name of this new ski trail is, "North
 e-lodge ski-through program will be available, with each sponsoring
 his system which encompasses at least 145 kilometers.

I skier, comfortable trails for the beginner and for the intermediate skier.
 or, then swoop down to the adventure and solitude of skiing through the

Birdiel Or taper off with some late-season skiing in mild spring weather.
 e possibility of starting sooner, stopping later, in the season.

iss. Only the groomed ski track tells you that humans have crossed this
 vilization...warm rooms, soft lights, fine dining...are always just a ski
 ea in the midst of this system, the finest of Midwest downhill skiing is

worlds, contact:

urism Association
 n, MN 55612



This new ski area is 90 miles from Duluth on Highway
 61 and approximately five hours from the Twin Cities.
 By car or bus it is four lane freeway all the way to Two
 Harbors and from there one follows what many con-
 sider to be the most scenic drive in the country.

North Shore Trail

continued from page 7

While people in the
 past have said it is im-
 possible to work with the
 Park Service people, Char
 Erickson, president of the
 Lutsen-Tofte Tourism Ass-
 ociation, says just the
 opposite is true. "These
 people are terrific, all
 you have to do is ask and
 be willing to work with
 them," she said.

Another part of the
 project is to cut a con-
 necting trail from the
 Cascade Park Trails north
 to the Gunflint area. This
 work is going on during
 this fall but is not ex-
 pected to be done until
 next year. When completed,
 the "ski through" system
 along the Gunflint Trail
 will be joined with the
 North Shore Mountains sy-
 stem and the result will
 probably be the largest
 "ski through" system in
 the country.

For more information
 and trail maps contact the
 Lutsen-Tofte Tourism
 Association, Box 115,
 Lutsen, MN 55612.

Ski Show

continued from page 1

Coming into the main
 entrance at Snowworld you
 will be greeted by a host
 of x-c ski displays and an
 invitation to strap on a
 pair of cross country
 skis and ski down the
 hall to the rest of the
 show. Little alcoves along
 the way will house mini-
 -theatres showing cross
 country movies.

Since '71 the snow-
 mobile exhibits have shr-
 unk to about 1/5 the or-
 iginal space occupied and
 cross country exhibits
 have more than made up the
 difference. You will find
 just about any cross
 country product or service
 you could ask for.

Admission price to
 the show is; adults \$4,
 children \$1.50, which in-
 cludes a variety of movies
 and the Tom T. Hall stage
 show on Saturday and
 Sunday.

For the skier in
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North Shore Mountains Ski Trail

The Greatest Trails

You Never Heard Of!

Ski in the Sawtooth Mountains along the North Shore of Lake Superior, where in a spirit of, unparalleled cooperation, area business owners have been working with officials of 2 districts of the Superior National Forest, 2 Minnesota state parks, and area landowners to develop an incredible system for cross-country skiing pleasures.

At several locations, many kilometers of groomed trails are already in existence. These loops are now being joined by a continuous trail, running roughly parallel to Lake Superior. The name of this new ski trail is, "North Shore Mountains Ski Trail." A lodge-to-lodge ski-through program will be available, with each sponsoring business having a direct access trail to this system which encompasses at least 145 kilometers.

There are challenges for the experienced skier, comfortable trails for the beginner and for the intermediate skier. Experience unique vistas of Lake Superior, then swoop down to the adventure and solitude of skiing through the forests of the wilderness.

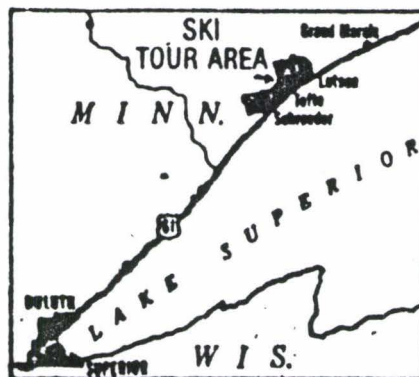
Get a head start on your training for the Birkie! Or taper off with some late-season skiing in mild spring weather. The climate of the North Shore insures the possibility of starting sooner, stopping later, in the season.

Come to our unbeatable civilized wilderness. Only the groomed ski track tells you that humans have crossed this land before you. But the comforts of civilization...warm rooms, soft lights, fine dining...are always just a ski away. And with Lutsen Mountains ski area in the midst of this system, the finest of Midwest downhill skiing is possible on the same trip.

For more about the best of both worlds, contact:



Lutsen-Tofte Tourism Association
Box 115 Lutsen, MN 55612



This new ski area is 90 miles from Duluth on Highway 61 and approximately five hours from the Twin Cities. By car or bus it is four lane freeway all the way to Two Harbors and from there one follows what many consider to be the most scenic drive in the country.

Thompson Beach Motel, Lutsen MN 55612 • (387-1532)
Cascadia Lodge & Restaurant, Lutsen, MN 55612 • (387-1182)
Solbakken Resort, Lutsen, MN 55612 • (863-7566)
Lutsen Mountain Village, Lutsen, MN 55612 • (863-7241)
Lutsen Resort, Lutsen, MN 55612 • (In MN 1-800-232-8871)
Best Western Cliffhanger, Lutsen, MN 55612 • (863-7400)
Aspenwood Resort Motel, Tofte, MN 55615 • (863-7978)
Gull Harbor Condominiums, Tofte, MN 55615 • (863-7209)
Edgewater at Tofte, Tofte, MN 55615 • (863-7227)
Burlside Resort, Tofte, MN 55615 • (863-7206)

INTERVIEW FORM
CLEMSON RESEARCH PAPER

NAME: _____

PHONE: _____

ADDRESS: _____

1. Tell me about the history of the project; your part in the cooperative effort, how you got involved and why you got involved.

2. Describe your involvement now. How does the cooperation take place.

3. Are there problems with the cooperation?

4. What were the factors that contributed to the success of the cooperative effort?

A. Organizational

B. Economic

C. Resource

D. BWCA Law

E. Attitudinal

F. Other

5. If you were to do it over again what would you do different?

(6)

INTERVIEW FORM
CLEMSON RESEARCH PAPER

NAME: Paul Sundberg MDNR
PHONE: 834-3855
ADDRESS: Gooseberry Falls State Park, Two Harbors, MN.

1. Tell me about the history of the project; your part in the cooperative effort, how you got involved and why you got involved.

Paul arrived at Cascade State Park as manager in 1974-75 - 1st full time position at the Park. His goal was to develop the Park. Had a personal interest in X-country skiing & saw potential for hiking & X-country ski trail development in the Park.

Cascade Lodge adjoins the Park & had developed a few miles of ski trails - they were just starting to promote X-country skiing. Paul saw this as a natural area of cooperation & started to work with Lodge to develop trails in & around Park. Lodge promoted the trails for business, Park began an intensive trail development program. Used old logging roads at first - all arrangements were informal between State & Lodge.

After trail system got started, other resorts in area became interested & saw potential of X-country skiing. Realized they could do it better by working together. Wanted to connect individual trail systems together to form one big system. Project was too big for any one organization or business to do individually. Businesses formed an Association to work cooperatively in 1981.

2. Describe your involvement now. How does the cooperation take place?

State DNR maintains & grooms all the trails within each State Park. Works with & through Association for coordination of work & Park trails. Not much need to actively cooperate with USFS because State takes care of own systems within Park. Not a lot of involvement now - Parks are fully developed w/tn trails. Spirit of cooperation when necessary is good.

3. Are there problems with the cooperation?

No major problems. Some conflicts between public desire to provide a service & private desire to make money - promotional efforts would include Park trails & show as charge when they free, access charge when free etc.

Problems could be worked out because of the strong desire between people involved to cooperate & work things out.

4. What were the factors that contributed to the success of the cooperative effort?

A. Organizational: DNR recognized the potential for development of trail system. Manager had strong interest in developing the park & to cooperate with Cascade Lodge. Fought for the program

B. Economic: Business people recognized they needed a year around business to survive. X-country skiing offered opportunity to develop year-round business. All resorts had this common economic interest & motive to expand into winter time

C. Resource: Provided excellent potential for trail development. High quality visual resource along lake with mtns, overlooks & variety of vegetation. Uphill & downhill terrain. Warmer temps along lake, deer concentration over along lake made viewing deer possible - all made for ideal ski trail situation

D. BWCA Law

gave attention to the area. Provided stimulus for trail development by USFS & helped business with money for promotional material

E. Attitudinal Strong personal interest by people involved in skiing & in working together to develop system. Put the group b/4 individual - wanted group to succeed. Mutual respect for & between private, USFS & DNR.

F. Other

5. If you were to do it over again what would you do different?

More long range planning of the whole system.
Overall not much —

INTERVIEW FORM
CLEMSON RESEARCH PAPER

NAME: Lee Schaar, District Ranger Tofte
PHONE: 663-7981
ADDRESS: Tofte, MN

Answers to questions attached.

1. Tell me about the history of the project; your part in the cooperative effort, how you got involved and why you got involved.
2. Describe your involvement now. How does the cooperation take place.

3. Are there problems with the cooperation?

4. What were the factors that contributed to the success of the cooperative effort?

A. Organizational

B. Economic

C. Resource

D. BMCA Law

E. Attitudinal

F. Other

5. If you were to do it over again what would you do different?

1. In the Spring of 1981 a group of reporters called to ask if we could attend a meeting to discuss recreation opportunities in the area and our plans to develop any other opportunities. The Forest Recreation Staff Officer, ^{Wesley} & Benflint District Ranger attended.

The reporters interest was to improve ^{their} occupancy ^{rate} in slow periods of the year and to keep clients in the area for an additional day or two by having some activity to keep them. One key was that they asked "what we could do cooperatively to accomplish that goal." At that meeting we recommended they form an association so we could deal with them collectively rather than individually.

Until then there was no unified group in the local area ^{to} deal with. It was an opportunity to develop a vehicle for communicating with the local businessmen.

Their goals and desires were compatible with our goals and direction. We had direction in PL 95-495 to improve recreation opportunities outside the EWCA and had started short and long distance hiking, trails development and also

x-c ski trails. Initially this priority was to have more day use hiking trails, that soon was changed to x-c skiing trails and a ski through route connecting the various routes.

2. A coop agreement was developed with the Association spelling out our responsibilities. We regularly attend meetings and assist them as we can by providing specialist help and expertise, etc. They have become quite self-sufficient and are contributing to the quality of our trails system by grooming the xc trails - ~~their expense~~. We also provide speakers and leaders for the Nature Fair which is an offshoot of the coop effort. Last summer we presented several evening programs open to the public which were sponsored by the Assn.

They print brochures for public use about the area and facilities, ie Fall Color tour on N.F. Hwy.

3. I don't feel there are any unusual problems. Communications are important to keep each party aware of proposed developments or changes and coordinate proposals within our policy and standards.

4. A. Organizational

The local businesses had a feeling they were not being represented as they felt they should be by the traditional in place promotional organizations.

Their forming an Assn was a necessity to eliminate reacting to individual requests and interests.

We felt a free hand ~~in being~~ ~~able~~ to deal locally without higher level approval. Higher levels did provide much needed assistance however.

Two State Parks & 2 Ranger Districts were involved in the project and there were no major conflicts or reluctance to cooperate. The ^{Assn} leadership in the beginning years was excellent and critical to its success.

B. Economic

p. 195-495,

The BWCA ~~has~~ allocated money to be used to promote local business affected by the BWCA law. The Assn was in its formative stage and made excellent use of the opportunity to gain their identity. The University Extension Service ^{through BWCA funding} provided leadership

and expertise in helping the Area prepare a marketing approach and advertising.

my
supposition

The resorters were meeting in the initial stages to prepare a strategy for maintaining or improving their business in the face of a large condominium-townhouse development directly associated with a ^{large} snowhill ski area. Because of its proximity to the ski hill this development could adversely impact the resort occupancy during the winter season and potentially year around.

We were able to provide the land base for facilities, aid in layout, and provide contacts for Volunteer help to maintain and build trails and provide some specialist help in fields that weren't available within the Area such as draftsmen & landscape architect.

C. Resource

The landbase in this area lends itself to the developments that have been undertaken. The scenic quality of the Lake Superior combined with the topography adjacent to the lake

for skiing both downhill & x-c as well as scenic hiking trails along the crest of hills make for an excellent situation. Fall Colors of the northern hardwood belt along Lake Superior, numerous streams and rivers add to the year around appeal of the ~~area~~ area.

Length of the ski season is also a strong selling point as well as the certainty of having snow each year.

D. BWCA Law - PL95-495

Monies appropriated by this law were instrumental in allowing this group to get started and become known through ads & brochures. The direction to the Forest was also compatible with the needs of the area; recreation development outside the BWCA emphasis.

Monies in the ~~Law~~ Law also enabled the Univ Extension Service to participate in the area by carrying out market surveys and to provide expertise in marketing the area.

E. Attitudinal:

The key point in this whole program was that the ~~senior~~ ^{Open members} were willing to do for themselves and to assume a leadership role to get things done. They have ^{earned} a reputation for having their act together, and for hard work to achieve their goals. They are progressive, opportunistic and willing to let the groups needs and goals override individual preferences or biases. A pooling of individual talents and skills has resulted in quality accomplishments.

The ^{new} leadership was and is strong which is probably the single most reason for their success.

The attitude of MDNR personnel & Forest Service personnel at Ranger District and Supervisors office levels was one of cooperation and willingness to help.

What started out as an emphasis on providing day use hiking opportunities for their guests has grown into things like; 203 km X-C ski system involving 2 State parks, 2 Ranger Districts & private lands; promotion of a Nature Fair in June of each year; promoting Fall Color

tour on National Forest lands; a marketing approach to lure tourists to the area; a strong voice recognized throughout the State for promotion of their local area.

F. Other

5. Everything has worked out so well I don't know that I'd like to see anything changed.

INTERVIEW FORM
CLEMSON RESEARCH PAPER

NAME: Beth & Bill Blank & Char Erickson

PHONE: 663-7816

ADDRESS: Solbakken Resort, Lutsen, MN.

1. Tell me about the history of the project; your part in the cooperative effort, how you got involved and why you got involved.

Lutsen Ski Area was planning to build a new downhill ski complex with 200 condominium units. Business resorts along North Shore were concerned that this development would take business away from them. People saw potential for ski trail development & saw what was happening at Cascade Park & Lodge. Many of the people along shore were new (5 yrs) in area & wanted to do something to increase business. USFS had built some trails but couldn't do any snow grooming. 2 years ago private people got together with USFS to discuss problem of trail development & no snow grooming by USFS. Realized they needed to cooperate with USFS & themselves if any project was to succeed.

Formed an association of business people to cooperate with USFS & between themselves. Organized business community along shore to take active role in recreational development of X-country ski trails.

2. Describe your involvement now. How does the cooperation take place?

All cooperation goes through the association. Have a Memorandum of Understanding with USFS. Association consists of 13 resorts that are primarily involved with winter ski-business. Prepare a budget & divide up expenses of trail maintenance, grooming & promotional activities between members. Do all the trail grooming except within Cascade & Temperance River state Parks. Are currently promoting a "ski through" program along the shore between resorts. Cooperation is between individual businesses within organization (joint reservations for resorts) & mainly with Association & USFS.

3. Are there problems with the cooperation?

Not any major problems. Have come a long way in short time - need to consolidate effort now rather than keep expanding. Cooperation is building & is good.

4. What were the factors that contributed to the success of the cooperative effort?

A. Organizational: Key was that USFS wanted to cooperate. played lead role in getting cooperation started. Forming an Association was important so USFS could deal with one group rather than many. Association helped foster a spirit of cooperation between private businesses.

B. Economic

Need to develop a year round business to survive. Must do more than just a weekend business to make money. goal is to get week long customers. Long term investment is necessary to provide quality trails was necessary to reach this goal. Couldn't do project alone - too big - had to cooperate.

C. Resource

Outstanding potential for development

D. BWCA Law gave USFS mandate to build & promote trails outside BWCA. Provide USFS with trail money to construct trails & gave association money to promote tourism

E. Attitudinal People were determined to do project - didn't expect USFS or DNR to do for them. New people in area wanted to work together didn't have old antagonisms of past - had new ideas & wanted to try. Friendly cooperative spirit existed between people along the shore. High level of trust between people.

F. Other

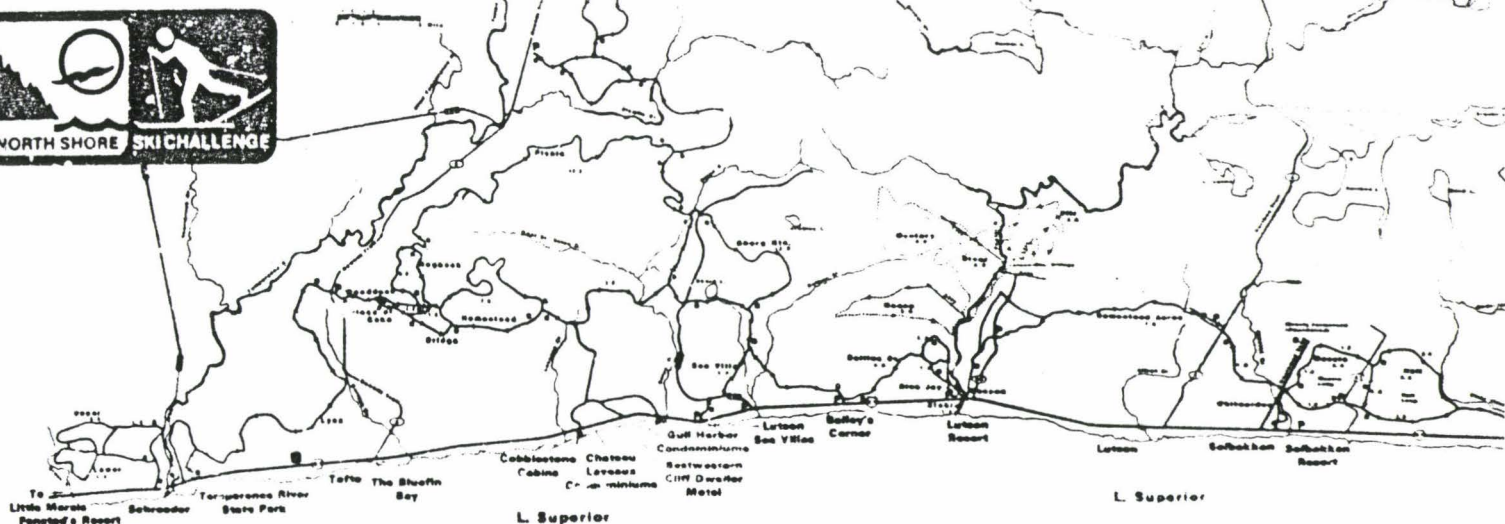
Timing for the project was right. Recreational activity of X-country skiing on upswing, BWCA Law & attitudes of people involved. All came together at once which helped keep things going.

5. If you were to do it over again what would you do different?

Not much

Nice to be better organized & may have tried to do too much too fast.

Need to get the people to directly benefit from the project involved in the project right away.



North Shore Mountains Ski Trail—Home of the 1

The North Shore Mountain Ski Trail—203 kilometers total—is anchored by several loops at the Temperance River on one end, and at Bally Creek on the other. In between are the Sugarbush system developed by the U.S. Forest Service in the Superior National Forest, trails developed by the Cascade Lodge and Cascade State Park on either side of the Cascade River (the area's pioneering cross-country trail development), and many other loops developed near participating resorts along the length of the trail.

Beginner to expert, something for every skill level. The entire system is designed to be beginner-intermediate level. However, several areas are expert under any conditions; certain weather and snow conditions can produce expert conditions on intermediate or beginner trails. Therefore, ski within your ability; ski with caution. Several loops of expert-level trail, as well as beginner loops have been developed within the system; they are designated on the maps and by signs on the trail.

No fees. Use of trails is free; however, the State of Minnesota does require a cross-country ski license in the possession of the skier on some trail

segments. (Check with participating establishments listed in this brochure for further information.) Those who opt for Norpine skiing at Lutsen Mts. (See Norpine/Alpine at right) will pay a fee for use of the chair lifts.

Long season. The area offers good skiing both early in the season and late, usually into mid-April. Lake Superior exerts a tempering effect on the climate; bitterly cold ski conditions are rare near the shore. A few miles inland and several hundred feet higher in elevation, the heavier snowfall assures constant snow conditions.

Rental and sale of equipment. Several ski touring centers provide convenient rental and sale of equipment and merchandise. See back of brochure and maps.

Lodge-to-Lodge Ski—Through

For a truly different winter vacation experience, consider a ski-through vacation along the length, or any portion, of the North Shore Mountains Ski Trail. A lodge-to-lodge program will be available, offering individuals or groups the opportunity of staying at one lodging establishment and skiing

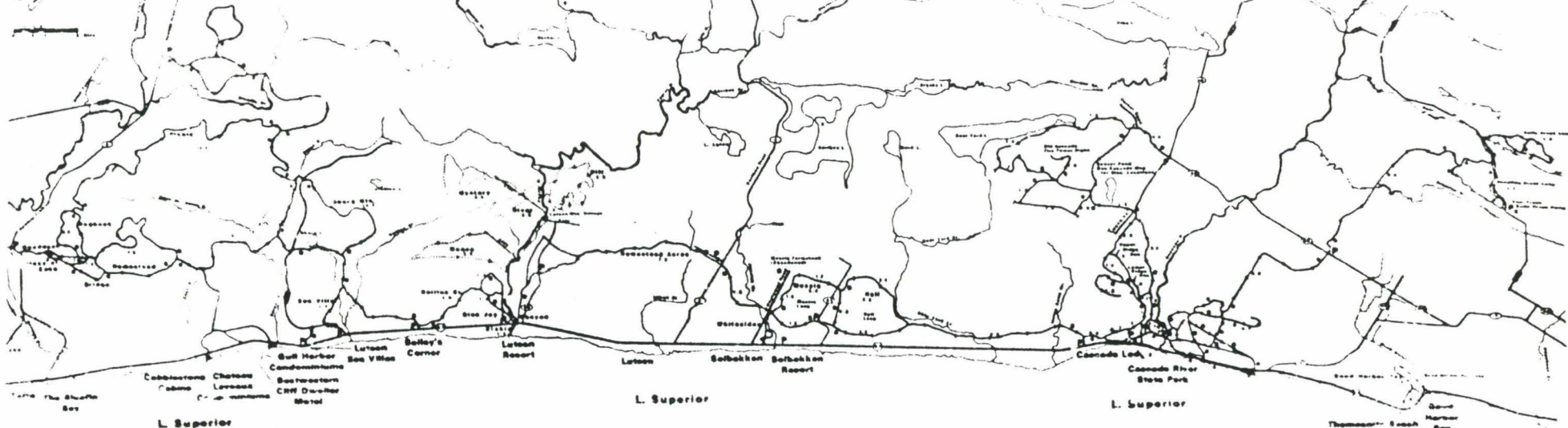
on to another. Arrangements for transportation of your luggage by participating businesses at no charge along a 25-mile stretch of the Northwoods Trail length of the trail system. Maximum distance between resorts is 5 to 6 miles. Minimum stay 2 nights. Minimum midweek at each resort. Not available during winter months.

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decide to stay at one establis
for lunch and ski back again
fast and ski home again.

Norpine :
Alpine S

Norpine (Nordic)

Cross-country skiers can have two worlds. For the price of a lift ticket at Lutsen Mt., cross-country skiers can enjoy lifts at Lutsen Mountains to access cross-country ski trails which extend for miles. Ski the mountain under the best snow conditions and



The Mountains Ski Trail—Home of the North Shore Ski Challenge!

System

Trail—203 kilometers at the end of Bally Creek Sugarbush system. The Sugarbush system is developed by the State Park on either side of the area's pioneering (nt), and many participating resorts

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on to another. Arrangements will be made for transportation of your luggage point-to-point. The participating businesses are located within a 25-mile stretch of the North Shore, along the length of the trail system. Maximum distance between resorts is 5 to 6 miles, with many much closer. (Minimum stay 2 nights on weekends, one night midweek at each participating establishment. Not available during holiday periods.)

In a miniversion of the ski-through, you may decide to stay at one establishment, ski to another for lunch and ski back again. Or go out for breakfast and ski home again.

Norpine Skiing Alpine Skiing

Norpine (Nordic and Alpine)

Cross-country skiers can now have the best of two worlds. For the price of cross-country tickets at Lutsen Mt., cross-country skiers can use the lifts at Lutsen Mountains to start at the top on new cross-country ski trails which go gently downhill for miles. Ski the mountaintops, which have the best snow conditions and most dramatic views,

without having to ski up long, steep hills. Some 30 kilometers of trails at Lutsen Mountains provide a variety of trails from the summits of Moose, Mystery and Ullr Mountains to the exciting Poplar River Gorge.

Alpine skiers can experience the only mountain skiing in mid-America. The Lutsen Mountains rise over 1000 vertical feet above Lake Superior. On Moose, Mystery, Eagle and Ullr Mountains there are 5 lifts and 20 slopes up to 1½ miles long. Lutsen Mountains is the largest and highest ski area in Mid America.

Enjoy A Total Vacation Experience

Come enjoy the peacefulness and tranquility of wilderness skiing. But remember, you can keep your creature comforts close at hand. Fine dining and evening entertainment are always just a short ski away. The area lodging establishments offer a wide variety of accommodations: from economical and moderately-priced motels, to cabins, lodges, condos, and townhouses. These combine with services offered by other members of the Lutsen-Tofte Tourism Association to provide a total vacation experience.